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FM AMEMBASSY MOGADISHU  
TO RUEHC/SECSTATE WASHDC 6609  
RUFHGV/USMISSION GENEVA 0952  
RUEHRO/AMEMBASSY ROME 2567  
INFO RUEHNR/AMEMBASSY NAIROBI 8864  
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C O N F I D E N T I A L

LIMITED OFFICIAL USE MOGADISHU 1001

GENEVA FOR BECK, STATE PASS TO AID

DEPT FOR STATE RP AND AF/P LYMAN: AID/W FOR  
FVA/FFP, AFR/EA, AFR/TR/ARDN HUNTER FARNHAM;

NAIROBI FOR REDSO/FFPO

EO 12356: NA  
TAGS: SREF, SO  
SUBJ: SOMALIA REFUGEES: SETTLEMENT

REF: A. 83 MONGADISHU 10203, B. STATE 378959, C. 83 MOGADISHU 9875,  
D. 83 MOGADISHU 9787, E. MOGADISHU 9445  
F. 84 MOGADISHU 8162

SUMMARY: THE PURPOSE OF THIS MESSAGE IS TO OUT-  
LINE THE MISSION'S PLAN FOR THE DESIGN OF A 12 MILLION  
DOLLAR SOMALI REFUGEE SETTLEMENT PROJECT TO BE OBLI-  
GATED IN AUGUST OF THIS YEAR AND TO REQUEST IMMEDIATE  
OBLIGATION OF ONE MILLION DOLLARS FOR DESIGN (SEE BUD-  
GET PARA 9). BASED ON DISCUSSIONS WITH HUNTER  
FARNHAM DURING THE JNAURAY 84 DANFORTH CODEL VISIT AND  
GUIDANCE PROVIDED BY STATE RP IN REF B MISSION PRO-  
POSES THAT FUNDS FOR PROJECT DESIGN AND SETTLEMENT BE  
DRAWN FROM THE AFRICA RESETTLEMENT SERVICE AND  
FACILITIES PROJECT 698-0502. THE OVERALL PROJECT WOULD  
PROVIDE FUNDING OF FRM 5 TO 6 SETTLEMENT SUB-PROJECTS,  
TOTALLING 12 MILLION US DOLLARS WITH A LOCAL CURRENCY COM-  
PONENT THE EQUIVALENT OF 6 MILLION DOLLARS. WE BELIEVE  
USG SUPPORT OF THE GOVERNMENT'S SETTLEMENT POLICY AND THE  
ORGANIZATIONAL ARRANGEMENTS ESTABLISHED BY THE GSDR WITH  
UNHCR IS CRITICAL TO MAINTAIN THE MOMENTUM AND SPIRIT OF  
COOPERATION ESTABLISHED DURING THE SMYSER VISIT IN  
NOVEMBER AND THE RECENT VISIT BY SENATOR DANFORTH. OUR  
SUPPORT WILL ALSO ENCOURAGE OTHER DONORS, WHO ARE WATCH-  
FUL OF USG REACTIONS TO THE NEW POLICY, TO PLEDGE NEEDED  
SUPPORT FOR A DURABLE SOLUTION TO SOMALIA'S REFUGEE  
PROBLEM. END SUMMARY.

1. BASED ON THE GSDR'S CHANGE IN THEIR NO-SETTLEMENT

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POLICY IN MARCH 1983 AND THE SUBSEQUENT POLICY AND ORGANIZATIONAL FRAMEWORK ESTABLISHED BY THE GOVERNMENT AND UNHCR, THE STRATEGY WHICH WILL GUIDE OUR DESIGN IS BASED ON THE FOLLOWING PRECEPTS:

- PROJECTS SHOULD EMPHASIZE PRODUCTIVITY AS THE BASIS FOR SETTLEMENT RATHER THAN PROVISION OF SOCIAL SERVICES;
- SETTLERS SHOULD BE INTEGRATED INTO THE SOCIAL AND ECONOMIC FABRIC OF THE COMMUNITIES WHERE THEY SETTLE NOT SET APART FROM THE HOST POPULATION;
- THE LOCAL POPULATION SHOULD BE FULL BENEFICIARIES OF THE SETTLEMENT PROJECT IN A RURAL DEVELOPMENT APPROACH;
- LINE MINISTRIES AND PVOS SHOULD BE USED AS IMPLEMENTING AGENCIES FOR ALL SETTLEMENTS PROJECTS;
- PROJECTS SHOULD FOLLOW METHODOLOGIES ADDRESSING CRITICAL PHYSICAL CONSTRAINTS, KNOWLEDGE BASE, AVAILABLE TECHNOLOGY, AND SKILLED MANPOWER AVAILABILITY IN EXECUTION; AND
- THE USG SHOULD RETAIN CONTROL OF PROJECTS BY FUNDING THROUGH BILATERAL CONTRIBUTION. (FOR BACKGROUND SEE REFTELS A AND C).

2. IF FULLY IMPLEMENTED, THE SETTLEMENT PROGRAM, INCLUDING FUNDING FROM UNHCR AND OTHER DONORS, WOULD AFFECT ROUGHLY FROM 40 TO 50 THOUSAND REFUGEE FAMILIES PLUS AN EQUAL NUMBER OF THE HOST POPULATION. COSTS OF SUCH A PROGRAM WOULD RUN FROM 300 TO 3,000 DOLLARS PER FAMILY DEPENDING ON THE MODE OF SETTLEMENT, I.E. JOB MARKET TRAINING, ANIMAL HUSBANDRY AND/OR RAINFED OR IRRIGATED AGRICULTURE.

3. OUR DESIGN APPROACH WILL STRESS REGIONAL RESOURCE AND DEVELOPMENT CONSTRAINT ASSESSMENTS AND IDENTIFICATION OF BASIC AREA DEVELOPMENT REQUIREMENTS FOR SELF-HELP SETTLEMENTS AS THE FIRST STEP LEADING TO INVESTMENT. WE WOULD BUILD UPON THE FINDINGS AND RECOMMENDATIONS OF THE UNHCR, GERMAN THD TRANSCENTURY TECHNICAL TEAMS WHO WERE IN SOMALIA IN OCT-NOV 83 AND BEGAN THE STUDY OF SETTLEMENT POSSIBILITIES. ASSESSMENTS WILL COVER LAND, SOILS, RAINFALL, GROUNDWATER SURFACE WATER AND SOCIAL AND ECONOMIC VARIABLES. SOCIO-POLITICAL CONSIDERATIONS WILL NEED TO BE FACTORED IN TO ELIMINATE AREAS WHICH ARE POLITICALLY UNDESIRABLE OR WHERE SOCIAL INTEGRATION IS UNSUITABLE. THE RESULTS OF THE ASSESSMENTS WILL BE THE PRECISE IDENTIFICATION OF A LIMITED NUMBER OF GEOGRAPHIC AREAS WHERE SETTLEMENT/RURAL DEVELOPMENT WOULD BE POSSIBLE. THIS KNOWLEDGE BASE WILL ENABLE THE USG TO PRIORITIZE SETTLEMENT/DEVELOPMENT INTERVENTIONS IN THE REGIONS AND PROVIDE A SOUND SOCIO-ECONOMIC DATA BASE FOR LEVERAGE IN NEGOTIATING PROJECTS WITH THE GSDR. WE ALSO PLAN TO USE THIS BASIS IN SUBSEQUENT DEALINGS WITH THE SOMALI ICARA II WISH LIST ESTABLISHED IN NOVEMBER 83 BY FELDMAN AND COMPANY. FOR EXAMPLE, WHERE ICARA II PROJECTS ARE IN LINE WITH OUR REGIONAL PRIORITIES, USG SUPPORT FROM THE SETTLEMENT PROJECT COULD BE CONSIDERED AND NEGOTIATED FROM A RATIONAL DEVELOPMENT BASIS.

4. FOLLOWING THE REGIONAL ASSESSMENTS, AN EVALUATION OF CRITICAL CONSTRAINTS TO DEVELOPMENT WOULD BE REQUIRED. THIS WOULD FOCUS BASICALLY ON VARIOUS FORMS OF INFRA-STRUCTURE REQUIRED FOR IMPROVEMENTS BASIC TO DEVELOPMENT, FOR EXAMPLE ACCESS ROADS, POTABLE WATER SUPPLY AND BASIC SERVICES SUCH AS AGRICULTURE EXTENSION, SMALL INDUSTRY AND SERVICES DEVELOPMENT, HEALTH, AND EDUCATION. WE ANTICIPATE THE FINAL DESIGN WHICH INCORPORATES THE ABOVE REQUIREMENTS INTO A PACKAGE WITH EMPHASIS ON PRODUCTION WOULD BE ACCOMPLISHED BY THE ULTIMATE IMPLEMENTING AGENTS WITH THE ASSISTANCE OF THE SETTLEMENT TECHNICAL UNIT.

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5. WE SUPPORT THE SETTLEMENT ORGANIZATIONAL STRUCTURE ESTABLISHED BY THE GSDR AND THE UNHCR IN NOVEMBER 1983 WITH THE CREATION OF THE REFUGEE SETTLEMENT STEERING COMMITTEE, THE SETTLEMENT TECHNICAL UNIT (MENTIONED IN PARA 5) AND THE LIND MINISTRY/PVO QUOTE IMPLEMENTOR END

LIMITED OFFICIAL USE SECTION 02 OF 02 MOGADISHU 1001

GENEVA FOR BACK, STATE PASS TO AID

DEPT FOR STATE RP AND AF/P LYMAN: AID/W FOR  
FVA/FFP, AFR/EA, AFR/TR/ARDN HUNTER FARNHAM;

NAIROBI FOR REDSO/FFPO

QUOTE OF SETTLEMENT PROJECTS. THE STEERING COMMITTEE IS COMPOSED OF REPRESENTATIVES FROM THE NRC, MINISTRY OF PLAN, UNHCR AND UNDP AND IS RESPONSIBLE FOR SETTLEMENT POLICY AND COORDINATION AND ULTIMATE APPROVAL OF SETTLEMENT PROJECTS. THE TECHNICAL UNIT WILL BE COMPOSED OF QUOTE EXPATRIATE END QUOTE AND SOMALI TECHNICAL EXPERTS AND HOLDS THE RESPONSIBILITY FOR ASSISTANCE IN FORMULATING AND REVIEWING PROJECTS AND MAKING RECOMMENDATIONS TO THE COMMITTEE. WE BELIEVE THAT THE TWO AMERICANS WORKING FOR THE NRC PLANNING UNIT WILL PLAY AN ACTIVE ROLE IN THE NEW TECHNICAL UNIT AND WE WILL ASSIST UNHCR WITH THEIR RECRUITMENT OF ADDITIONAL US TECHNICIANS ASSISTANCE IF REQUESTED. LINE MINISTRIES AND PVOS WILL BE RESPONSIBLE FOR PROJECT DESIGN AND EXECUTION. WE FORESEE THAT 5 YEARS WILL BE REQUIRED TO IMPLEMENT THE SETTLEMENT PROGRAM WITH THE FIRST 18 MONTHS DEVOTED TO ASSESSMENTS AND PILOT PROJECTS AND THE REMAINING FORTY TWO MONTHS DEVOTED TO IMPLEMENTATION OF MAJOR PROJECTS.

6. THE MISSION HAS PREPARED A SHORT CONCEPTS PAPER WHICH WE CONSIDER AS THE EQUIVALENT OF A PID DOCUMENT WHICH SHOULD PERMIT ADEQUATE REVIEW TO ALLOCATE ONE MILLION DOLLARS IN DESIGN FUNDS AND DELEGATE AUTHORITY FOR FINAL APPROVAL TO THE FIELD. DEPUTY DIRECTOR WILL HAND-CARRY TO WASHINGTON ON 2 FEB, PARTICIPATE IN REVIEWS AND REVISE AS REQUIRED. AS WE HAVE PREVIOUSLY STATED (REF A) TIME IS OF THE ESSENCE IF WE ARE TO DEMONSTRATE OUR SUPPORT FOR A RATIONAL APPROACH TO SETTLEMENT AND WE WOULD LIKE TO MOVE EXPEDITIOUSLY TO A VISIBLE SHOW OF SUPPORT.

7. OUR EXPERIENCE WITH DEVELOPMENT PROJECTS OVER THE PAST 24 MONTHS WITH PVOS LIKE CARE, SCF, AFRICARE, EIL, TRANS-CENTURY, VITA, FOOD FOR THE HUNBRY, ICR AND OTHERS HAS SHOWN THAT THEY CAN MOBILIZE EXPERIENCED AND HIGHLY MOTIVATED PEOPLE WHO ARE ABLE TO DO THE JOB WELL, PROVIDING THERE IS A CLEAR POLICY FRAMEWORK, SOUND PLANNING, COORDINATING MECHANISMS AND TECHNICAL BACKSTOPPING IN OPERATION TO GUIDE AND SUPPORT THEIR INITIATIVES. WE BELIEVE THE SETTLEMENT STEERING COMMITTEE, THE TECH UNIT AND USG DESIGN INPUTS CAN PROVIDE THIS BACKSTOPPING. WE ENVISAGE THAT PVOS WILL DO MOST OF THE IMPLEMENTATION FOR THE 5 OR 6 USG-FINANCED SETTLEMENT SUBJ-PROJECTS.

8. DESIGN SCHEDULE--1984

- (A) AID/WASH ALLOTS DESIGN FUNDS TO MISSION 29 FEB
- (B) RECRUIT PROJECT DESIGN SPECIALIST (PSL) 31 MAR
- (C) COMPLETE SCOPES OF WORK FOR DESIGN TECHNICIANS, BUDGETS AND WORK SCHEDULE. 30 APR
- (D) USG PLEDGE 12 MILLION DOLLARS 30 APR
- (E) DESIGN TEAM MOBILIZED IN MOGADISHU, BEGIN REVIEW OF SETTLEMENT DOCUMENTS, IDENTIFY NEEDS FOR FURTHER STUDIES 30 JUN
- (F) BEGIN REGIONAL ASSESSMENTS 15 JUL
- (G) PROJECT PATER COMPLETED

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- LOG GRAME  
- CRITERIA FOR SUB-PROJECT SELECTION AND APPROVAL  
- BUDGET  
- EVALUATION PLAN  
- PILOT PROJECTS DEFINED  
- OTHER FEASIBILITY REQUIREMENTS AND ISSUES 31 AUG  
(H) MISSION APPROVES SETTLEMENT PROJECT 30 SEP  
(I) FIRST PILOTS UNDERWAY 1 JAN 85  
(J) CONTINUE ASSESSMENTS MISSION APPROVES  
SETTLEMENT SUB-PROJECTS (6 MONTHS) 1 JAN 85

## 9. BUDGET (ILLUSTRATIVE)

(A) TECHNICAL STAFF 40-50 PERSON MOS AT DOLS 500,000  
- PROJECT DESIGN SPECIALIST -- 9 MOS  
- SOCIAL SCIENTIST -- 6 MOS  
- ENGINEER -- 6 MOS  
- AGRICULTURE SPECIALIST -- 6 MOS  
- ECONOMIST/FINANCIAL  
ANALYST -- 3 MOS  
- COMMODITY MGT SPEC -- 3 MOS  
- SETTLEMENT SPECIALIST(S) -- 6 MOS

-- INCLUDED SALARY BENEFITS AND USUAL OVERHEAD COSTS

## (B) LOCAL POSITIONS

ADMINISTRATIVE, SERVICE AND TECHNICAL  
ASSISTANCE EST DOLS 100,000

## (C) TRAVEL TRANSPORTATION

PER DIEM, EMERGENCY TRAVEL, TRAVEL RETURN  
TO USA, SHIPPING EFFECTS EST DOLS 70,000

(D) EQUIPMENT SUPPLIES MATERIALS EST DOLS 75,000

(E) REPORT PREPARATION

(F) PVO SUPPORT 30 PERSON MONTHS EST DOLS 250,000

## 10. DESIGN MECHANISM:

WE PLAN TO RUN THE DESIGN ACTIVITY IN THE FOLLOWING WAY:

(A) MISSION WILL HIRE A PSC FOR THE POSITION OF PROJECT  
DESIGN SPECIALIST (PDS) AND ONE LOCAL HIRE PROJECT  
ASSISTANT. THE PDS AND THE PROJECT ASSISTANT WILL WORK  
UNDER THE DIRECTION OF THE REFUGEE OFFICE WITH RESPONSIBILITY  
FOR THE OVERALL DESIGN ACTIVITY, INCLUDING  
COORDINATION WITH THE TECH UNIT, UNHCR, THE NRC PLAN  
UNIT AND OTHER DONORS.

(B) THE BALANCE OF THE STAFF UNDER THE PROJECT DESIGN  
ACTIVITY BUDGET WILL BE PROCURED UNDER A CONTRACT WITH  
A TECHNICAL SERVICES CONTRACTOR. THE TA CONTRACTOR WOULD  
COME UNDER THE SUPERVISION OF THE REFUGEE OFFICER IN  
FULFILLING THEIR CONTRACTUAL OBLIGATIONS. THIS CONTRACT  
WOULD HAVE A LIFE OF 9 TO 10 MONTHS AND PROVIDE THE TECHNICAL  
AND OTHER SERVICES CONNECTED WITH THE DESIGN ACTIVITY  
INCLUDING THE TECH SUPPORT TO THE PVOS. DETAILED  
JOB DESCRIPTIONS, TERMS OF REFERENCE AND WORK SCHEDULES  
WILL BE DEVELOPED BY THE PDS ONCE ON BOARD (SEE PARA  
8.C).

OAKLEY

END OF MESSAGE

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